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ABSTRACT

A study described coordination between Job Training Partnership Act (JTPA) and county vocational schools in New Jersey. The coordination resulted from the State Council on Vocational Education's responsibility to achieve the mandate of the Carl D. Perkins Act. The project directed investigators to: (1) select typical county and regional Private Industry Councils (PICs) for a sample study in three target areas; (2) obtain data on expenditures at the PIC level and county school (vocational or community college) level; (3) analyze and assess the effectiveness of those expenditures in relation to program objectives, student populations served, and follow-up results of students served; and (4) construct data collection instruments. Respondents were three JTPA directors and one vocational school administrator from each of three service delivery areas (north, south, and east). Several recommendations were made: (1) coordination between the JTPAs and vocational school boards within the three regions is satisfactory; (2) there is no comprehensive statewide plan that coordinates all occupational education efforts across agency lines; (3) job placement efforts have been satisfactory and cost efficient; (4) vocational school board vendors are preferred because of their cost effectiveness; (5) economic conditions may cause failure to attain contract placement agreements--70 to 80 percent placement; and (6) school boards need to assess which populations should be served. (Sixteen references, five tables, and nine appendices containing questionnaires, description of the JTPA process, discussion of coordination, cost data, sample end-of-year report, and task force recommendations are included in this report.) (NLA)

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STATUS OF COORDINATION BETWEEN JTPA AND COUNTY VOCATIONAL SCHOOL BOARDS IN THE STATE OF NEW JERSEY FOR 1989-90

by

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FINDINGS AND CORRESPONDING RECOMMENDATION/S

Finding I

Concerning a state plan that delineates the respective roles of JTPA and vocational education vendors, no one knew if a plan exists. The respondents indicated that a plan should exist and would, hopefully, result in improved services to all citizens of the state. A state plan does not exist.

An inconsistency was found in the perspectives of the two state agencies in the area in which coordination might be better implemented. The Division of Employment and Training indicated the 'best hope' is at the local level whereas the N. J. Division of Vocational Education emphasized the need for coordination to begin at the state level.

A consistency is the belief concerning leadership in improving coordination. The Division of Employment and Training stated that the Commission on Employment and Training should provide such leadership. The Division of Vocational Education expressed that state level planning is imperative and the Commission on Employment and Training should provide such leadership.

There are barriers preventing coordination at the state level. These barriers are revealed in the Division of Employment and Training and the Division of Vocational Education statements of purpose. The federal legislation acts underlying JTPA and vocational education specify different goals for each. These goals as implemented historically have created different philosophies within the two state level agencies concerning who should be served and how they should be served. Coordination and communication were not found to be as satisfactory as deemed necessary at the state level.

Recommendation:

A state level plan should be developed for the coordination of JTPA and vocational vendors. This plan should originate from the State Employment and Training Commission, Occupational Task Force.

A representative from the N. J. Council on Vocational Education should be on both the State Employment and Training Commission and the Occupational Task Force.

Finding 2:

The management of the JTPA 8% youth funds is an issue. In the interview with the Division of Vocational Education the 8% youth fund management was reported to have been shifted from the Department of Education to the Division of Employment and Training by the Governor's office.

Recommendation:

The management of these funds needs to reexamined when one considers the Sept. 1989 Position Statement of State Education Representatives on Amendments to the Job Training Partnership Act (P. L. 97-300) that was approved by the Board of the National Employment and Training Association (Washburne, J. S., Oct. 2, 1989, letter). Quoting from that report:;

> The sum and substance of these reports ...encourages the states' education community to continue its' upward trend of more rigorous study of the basics, e.g., reading, writing, mathematics. Clearly, SEA's must continue to play a key leadership role to effect significant educational gains for students--including JTPA clients.

Finding 3.

There is an inconsistency between the Division of Employment and Training statement, i.e., "that the JTPA system is interested in relatively short term, entry level training programs" and the perspectives of the JTPA directors at the local level. The local JTPA directors have a great concern with JTPA participants being able to function properly in the work place and in life.

JTPA directors at the local level expressed the fact that short term training does not allow the participant entry into longer training and education so a person can be licensed or certified for selected areas of work.

JTPA directors indicated that more persons other than welfare recipients are seeking help through their agency, e.g., displaced workers, adolescent dropouts, educated persons without jobs/money, persons not in poverty but needing assistance before they do become poverty stricken. This increase, for example, in displaced workers with higher educational background and moderate financial resources is causing frustration for the directors because JTPA restrictions are preventing serving many of these persons. Vocational vendors also stated that JTPA restrictions on eligibility is a serious problem.

The short term training for entry level jobs is inadequate for serving the needs of the citizens and employers of the state as expressed by local level personnel in both JTPA offices and vocational school systems.

Recommendation:

JTPA legislation should be restructured to provide life skills education, longer training and education to provide participants to qualify for certification and licensing, and to provide for

different clientele.

Finding 4.

Having the superintendent of vocational schools on the PIC council is a major factor in coordination.

Recommendation.

Every PIC council in the state of New Jersey should have representation from the vocational education system in the service delivery area.

Finding 5.

There is a major area of miss communication concerning risk taking. At the state and local JTPA levels the perspective is that the vocational vendors do not want to accept specified placement levels. The vocational vendors indicated that they had had no problems with such placement requirements. [Note: In the present recession the vocational vendors did express concern for reaching such requirements.]

Recommendation:

Placement of participants in training programs should be based on demand data.

Business and industry should be consulted concerning their willingness to place participants.

Finding 6.

Vocational school boards are in competition with private schools/business and community colleges.

Recommendation:

Vocational school boards must decide which population or populations should be or can be served. If there is to be service to the JTPA participants, there must be a restructuring of administration so specified persons have responsibility for JTPA coordination, curriculum and schedules reorganized for open entry-open exit instruction, special short courses and instructor professional and technical upgrading, equipment upgraded, etc.

Finding 7

All JTPA directors indicated that "in most cases it is more cost effective to work with vocational school vendors" because the costs are lower than other vendors.

One JTPA director indicated that JTPA money was to be spent for extra services beyond what the vocational vendor already was

offering. Another JTPA director indicated that JTPA money would not be used to pay for new equipment or equipment replacement. There did not seem to be a clear policy on the expenditure of JTPA funds among the different SDA's.

There were no data available that could be classified 'cost benefit',.i.e., cost evaluated in terms of improvement in terms of benefit to the individual and society.

The criterion for meeting contract specifications for placement (in one SDA) was that the person was successfully placed if he/she was on the job five (5) days.

Recommendation

There should be a shift from cost effective studies to cost benefit studies, in which the cost is evaluated using criteria concerning benefits to individuals and society. NOTE: A placement criterion of five days or 15 weeks on the job for contract fulfillment is inadequate, 6 months or a year is more realistic in terms of real benefit and would prevent 'head counting' as being used as the measure of success, i.e., just finding a job for a person and having the person released or fired in a short time.

It is recommended that JTPA placement requirements be extended to a minimum of 6 months full time employment for successful contract completion.

Cost benefit studies should be planned to collect data from all types of vendors, offering similar programs, with an evaluation of equipment, instructor background, and longitudinal placement. These studies should be conducted by the Commission on Employment and Training in cooperation with the New Jersey Department of Education, Division of Vocational Education.

There should be a clear policy and guidelines concerning what may be and may not be purchased with JTPA funds.

Finding 8

Both the Department of Education, Division of Vocational Education and the Department of Labor, Division of Employment and Training are expecting leadership to emerge from the Commission on Employment and Training which had appointed an Occupational Task Force to provide this leadership. An examination of the first report of the Occupational Task Force revealed no recommendation concerning faculty. At present there is no state system to recruit occupation faculty or administrators nor is there an adequate educational system in the state to educate such persons. Occupational teacher education and administrator education in the state's university and colleges are understaffed and improperly funded. The undergraduate program at Rutgers University ceased admitting undergraduate students September

1989. The Graduate Vocational Program at Rutgers has been reduced from eleven faculty in 1984 to two persons. Trenton State College and other colleges are considering closing these programs. The undergraduate and graduate programs in the state higher education institutions have or are being eliminated.

Recommendation:

The Department of Higher Education and Department of Education should immediately examine the educational system within the public colleges and university responsible for educating future teachers and administrators of occupational education. The Occupational Task Force should be given this same charge.

Finding 9

The lack of a good public transportation system is hampering persons from receiving training and education, preventing them from being able to travel to job sites, and preventing them from being counseled into the best training because even if they were trained in the most appropriate job they cannot travel to where the jobs are located.

Recommendation.

The Governor's office should be notified that this study found that citizens are being denied the opportunity for training, education and traveling to job sites, therefore not being employed, because of an inadequate public transportation system.

Finding 10

Persons are prevented from participating in JTPA programs due to insufficient day care.

Recommendation.

The Governor's office should be notified that this study found that citizens are being denied the opportunity for training and education due to lack of day care.

GOALS OF THE STUDY

This study, funded by the New Jersey Council on Vocational Education, was conducted in order to achieve the mandates of the October 19, 1984 Carl D. Perkins Vocational Education Act, P. L. 94-482, Title I, Part B, Sec. 112, that specified the Council must:

> "(9)(A) evaluate at least once every two years (i) the vocational education program delivery systems assisted under this Act, and under the Job Training Partnership Act, in terms of their adequacy and effectiveness in achieving the purposes of each of the two Acts and (ii) make recommendations to the State Board on the adequacy and effectiveness of the coordination that takes place between vocational education and the Job Training Partnership Act and (B) advise the Governor, the State board, the State job training coordinating council, the Secretary of Labor of these findings and recommendations.

This mandate was included in the September 25, 1990 Carl D. Perkins Vocational Education Act, P. L. 101-392, Title I, Part B, Sec. 112, (10)(A)(B)(C)(D), with expanded requirements, e.g., "(C) make recommendations to the State Board on ways to create greater incentives for joint planning and collaboration between the vocational education system and the job training system at the State and local levels;"

Specifically the Council directed the investigators to:

1. Select typical county and regional PICs for a sample study in three target areas, i.e, north, central and south.

2. Obtain data on expenditures at the PIC level and county school (vocational or community college) level which have been considered as programs conducted as part of the coordination effort required by the Perkins Act and JTPA Act. [Please note that this study was delimited to county area full time and shared time vocational schools serving as JTPA vendors.]

3. Analyze and assess the effectiveness of those expenditures in relation to:
    a. program objectives
    b. student populations served
    c. follow up results of students served.

In addition to these three goals, because the Council will be conducting future evaluations, this study had by necessity the goal to construct data collection instruments that could be used in future evaluations.

Methodology

The investigator , in order to achieve the goals of the Council, developed the study in five phases. The first phase was the development of data collection instruments for the county vocational schools and the PICs. The second phase was obtaining approval to collect data in three service delivery areas and the collection of data in one service delivery area to determine the feasibility of the instruments including the mailing of the instruments, collection of data and on site interviewing to verify instrument validity. The instruments were then revised for use in the remaining two service delivery areas. The third phase was interviewing state level personnel, i.e., Mr. Robert A. Guadagnino, Director, Division of Employment and Training, State of New Jersey, Department of Labor and Mr. Maurice W. James, Jr., Business/Industry Liaison, New Jersey Department of Education, Division of Vocational Education, to obtain state level perspectives concerning coordination. The fourth phase was the mailing of the instruments to the two remaining service delivery areas and collection of data as well as interviewing appropriate personnel.The final phase was analyzing the information and producing this report.

Phase I

The development of the instruments was begun with a DIALOG computer search of the ERIC data base, a review of literature, and telephone calls to several states that had previously shown leadership in research. After collection of documents an analysis of the contents revealed five major areas for data collection: INSTITUTIONAL GOALS, POPULATION SERVED, ACTIVITIES UNDER JTPA/ACTIVITIES WITH COUNTY VOCATIONAL SCHOOL BOARDS, COORDINATION, COST INFORMATION, and STUDENT FOLLOW UP. A culminating question on the questionnaire was 'What must be done in the future by both JTPA and the county school boards to accomplish the mandates by the federal laws governing JTPA and vocational education?'

The publications by Lewis and others (1988 and 1989), Paris and Associates (1989) and Grubb and others (1990) were the documents most useful in the formation of the instruments.

The instruments for data collection from the PIC's and the county vocational schools are in Appendix A and Appendix B respectively. The instruments are similar except in Section II POPULATION SERVED, Institutional Characteristics 2.5 and 2.6, and Student Characteristics 2.7 that is included in the county vocational school questionnaire to obtain information on vendor schools and Section III which have different titles, i.e., ACTIVITIES WITH COUNTY VOCATIONAL SCHOOL BOARDS [for JTPA respondents] and ACTIVATES UNDER JTPA [for county vocational respondents.] Follow up data requests vary for the JTPA and vocational vendor in the instruments also.

It should be noted that an incorrect term was used in both instruments, i.e., 'client'. The term 'client' should be used when referring to a welfare recipient. The term 'participant' should be used when referring to a person sponsored by JTPA.

Phase II

Three service delivery areas were selected, i.e., one that was centrally located so the investigators would be close geographically in order to reduce expenses, reduce travel time and be able to repeat interview sessions if needed to gain information to revise the instruments. This central service delivery area has a history of being evaluated as representative of business and industry in the United States. Another was selected from the north part of the state due to its dense population and heavy concentration of industries representative of the state of New Jersey and a third was selected as a representative of the south that has a rural character. There was no hesitation on the part of any official in granting permission to collect data.

The instrument for the county vocational schools was submitted to the county vocational school JTPA coordinator for completion and to critique. The coordinator completed the instrument in one week. Fortunately the timing of the receipt of the questionnaire coincided with the coordinator's regular schedule for submitting the yearly report. In fact, this coordinator suggested that future studies be scheduled so the questionnaire is received November 15 with a deadline of January 1. This suggestion was verified later by the other service delivery area personnel. The result of the feedback on the instrument structure and questions was minor; only a few words needed to be changed. In addition to the completion of the instrument, the coordinator was asked to describe the process of a person (participant) proceeding through JTPA and the county vocational schools. This process was recorded by the investigators and is included in Appendix C.

The instrument for JTPA was submitted to the JTPA office for data collection and being critiqued. The JTPA office completed the instrument within one week and critiqued the instrument. Only minor word changes were suggested and were, of course, changed.

Phase III

Although the goal given the investigators of this study was the study of coordination in three service delivery areas in the state, the investigators believed the study would be incomplete without investigating the perceptions of coordination existing at the state level. Therefore the Director of Employment and Training, Bureau of Labor and the Business/Industry Liaison for the Department of Education, Division of Vocational Education were asked to be interviewed and to submit a written statement of their perspectives. Appendices D and E, respectively, contain

their responses.

Phase IV

The fourth phase consisted of mailing the questionnaires (as given in the Appendix) to the northern and southern regions. The information was received within two weeks and the personnel at both the JTPA offices and schools were interviewed on site or via telephone.

Phase V

Phase five consisted of the investigators summarizing the data collected via the questionnaires and synthesizing the information from the interviews. The investigators found in this phase that the problems of coordination are very complex, i.e., there are variations in procedures in each service delivery area to coordinate JTPA purchases of services from vocational vendors.

FINDINGS

The findings of this study will be reported from the questionnaires data first, the perspectives of the state level personnel second, and summary given last. The respondents for the questionnaires were three JTPA directors, one each from the service delivery areas (SDA's) in central, north and south locations and one vocational school administrator (coordinator) from each of the three service delivery areas.

Questionnaire

SECTION I INSTITUTIONAL GOALS.

1.1 All three service delivery areas, central, north and south, stated that there is a consensus between JTPA institutional goals and those of county vocational school boards.

1.2, 1.3 Concerning a state plan that delineates the respective roles of JTPA and vocational education, no one knew if a plan exists. The respondents indicated in the interviews that a plan should exist and would, hopefully, result in improved services to all citizens of the state. A state plan does <u>not</u> exist.

1.4 The responsibilities of vocational education as stated by both JTPA personnel and county vocational school personnel are skill training, providing facilities for JTPA, entry level job preparation, and placement of participants. Skill training for everyone was questioned by one JTPA director due to the question of the county vocational schools having high technology equipment and instructors capable in high technology.

Economic development was marked unknown by all but one JTPA director who marked 'no'. In the interviews the reason for these

ratings was discovered. Economic development is a recent strategy implemented at the community college level. Economic development means the recruitment of new business/industry into an area, locating facilities, underwriting loans, training workers, and helping in starting the business/industry. The respondents simply did not know what economic development meant.

The management of the 8% youth funds is an issue as was found in the survey and in the interviews at the state level. One JTPA director indicated that vocational education should manage the 8% funds and two indicated negatively. Two vocational personnel indicated yes and one indicated unknown. In the interview with the Department of Education, Business/Industry Liaison the 8% youth fund management was reported to have been shifted from the Division of Vocational Education to the Division of Employment and Training.

Other responsibilities of vocational education were cited by one vocational county school, i.e., improve work ethic, attitude, GED-ABE-Life Skills. This school developed and implemented a modular curriculum, five modules each requiring one week, full time, to teach these skills. This program was in response to the JTPA director's concern for JTPA participants not having such skills. The JTPA director recommended such a program for the entire state.

Instructors in vocational schools other than those selected for this study have explained to the investigators that they have had trouble with some JTPA participants. Problems of attitudes, such as "I am only here because of the money. I have no intention of learning or looking for a job.", "You owe me everything.", or "If you fail me I will give you a lousy course evaluation and complain to your boss." [Note: these are direct quotations as stated by various instructors as they described some of the incidents in their classes.] Evidently there does exist a need for preparation for JTPA participants to function properly in the school setting (as well as work and life settings) and for instructors to teach individuals having inappropriate behavior problems.

1.5 The responsibilities of JTPA were unanimously agreed upon by all respondents from JTPA and county vocational schools. That is, to assist the disadvantaged, refer participants to on the job training, provide support services, and match clients to services. One vocational school added the responsibility of 'job development' for JTPA.

1.6 Target Groups. With the exception of one vocational school vendor that indicated incarcerated participants should not be served by vocational schools, all respondents indicated JTPA and vocational education should serve adults, dropouts, handicapped, limited English proficient, AFDC recipient, and displaced homemakers and workers.

1.6 Activities. With the exception of one JTPA director rating long term vocational education as not being applicable for JTPA consideration, all other activities listed were unanimously rated as areas in which JTPA and county vocational schools should work together, i.e., skill training, customized training, short term vocational education, testing and assessment, job search assistance, career guidance, and personal counseling.

1.7 The nature of the relationship between the JTPA and public county vocational school boards was reported as excellent by all respondents. Statements that approximately 50 courses are available to JTPA participants through individual referral and displaced workers, at risk youth, etc., are being served were comments by respondents.

1.8 All three SDA's indicated that coordination is improving because all parties are seeking ways to serve more persons.

SECTION II POPULATION SERVED

Population Served

Table 1 has the data concerning the central, north and south areas concerning type of area, population and percentage of disadvantaged. In the central area, neither the JTPA or county vocational school respondent reported any percentage of economically disadvantaged due to the fact that the 1990 Census data was not available. The north area respondents reported unknown concerning the percentage of economically disadvantaged.

Table 1

Population Served in Central, North & South SDA's

	Area	Population	Disadvantaged(Econ.)
Central	Suburban	667,761	No Census data
North	Suburban	511,000	Unknown
South	Rural	65,000	10%

Table 2 has the data concerning the central, north and south areas' percentage of population in different groups. The north county vocational school coordinator did not know the numbers which is surprising because this type of data is essential for obtaining funding for all proposals, etc. The central area again reported no census data.

Table 2

Percentages of Population in Groups

	Central	North	South
American Indian		0	1
Asian		2	1
Black		20	15
Hispanic		5	2
White		70	80
Other		-	-

Institutional Characteristics

2.5 Concerning the size of the county vocational school enrollment, excluding JTPA participants, the central area consisted of 100% full time, occupational education, the northern area vocational school enrollment was 19.5% full time occupational students and 81.5 % part time students. The southern vocational school had 1% part time college preparation students and 99% part time occupational students.

2.6 The superintendent of each vocational school district was a member of the PIC (Private Industry Council) which is a major factor in the coordination between JTPA and county vocational schools in this study.

Student Characteristics

Table 3 contains the student body characteristics of the vocational schools serving as vendors for JTPA. This information is given to provide the reader information about the environment in which the JTPA participant may receive training and education. Please note that JTPA participants are mainstreamed into on going classes in the central vocational schools, i.e., open entry-open exit; begin at the beginning of each semester in the northern area with minimal mainstreaming; and start at the beginning of each semester in the southern vocational school system with late enrollment for more capable persons.

Table 3

Selected Student Body Characteristics (excluding JTPA)

	Central	North	South
Gender:			
Female	58%	22%	35%
Male	42	75	65
Ethnicity/race:			
American Ind.		0	0
Asian		2.4	0
Black		30.8	22
Hispanic		8.3	1
White		58.5	27
Other			
Handicapped		26.9	35
Limited Eng. Proficiency		0	1
Estimated Family income:			
$25,000+		na*	10
$15,000+		na	20
$10,000+		na	40
Below $10,000		na	30
Students leaving prior to graduation		na	7
Single Parents		2.5	12

*na: Respondent from the vocational school reported this request for data was not applicable.

SECTION III ACTIVITIES WITH COUNTY SCHOOL BOARDS [JTPA Respondents]

3.1 & 3.2 All JTPAs had established and were continuing to increase collaborative efforts with county vocational school boards. Each effort was backed by a performance based contract that varied in job placement requirements from 70 to 80%. None of the JTPAs submitted a listing of contracts, however they did submit a list of courses and costs for the 1989-90 year (see Appendix F).

The Jobs Training Partnership Act has an underlying concept, i.e., risk taking. Those public and private institutions that submit proposals to the PIC's and are approved via contracts have a specified job placement level. If an institution (called a vendor) is not able to achieve the specified job placement level, there is a financial penalty. The JTPA's respondents interviewed indicated the penalty was 20% to 30%. That is, 20% or 30% of the amount of a contract is withheld until proof of adequate placement has been established.

JTPA directors for two of the three service areas (central

and southern) interviewed in this study indicated that the penalty factor was not used with the public vocational county school boards. The full amount of the contracts was paid to these schools. However, should there be a consistent lack of placement in a program or school approval of future contracts would be questioned. In effect the two vocational county school boards have the risk factor removed to some degree. The northern vendor has a 20% penalty factor which is enforced. Placements have been adequate by all of the vocational school vendors up to 1990. But the vocational schools are concerned that future placement will be very difficult in the present economic climate.

3.3 The enrollment of JTPA participants is given in Table 4. This data was obtained from both JTPA directors and the county vocational JTPA coordinators. Enrollment figures were reported differently by the JTPA directors and the vocational school boards due to the definition of 'year'. The JTPA directors year is a calendar year and the school year is an academic year. The highest enrollment figure was taken in order to show the maximum service to JTPA participants.

In reviewing the three SDA's programs, enrollments, contracting, etc., the fact became clear that each SDA has a unique structure as stated previously. In the central area participants are mainstreamed into regular vocational classes in an open entry-open exit strategy, in the southern area students are usually started September 1 and January 1 with exceptions for more qualified applicants, and the northern area has special courses for JTPA participants as well as beginning participants at the start of each semester with occasional mainstreaming. The central area has a full time staff to coordinate JTPA participants entering the vocational schools, whereas the north and south county vocational school boards have not designated full time staff for coordination. Please refer to Appendix C that contains a narrative of how a participant is served by the various county vocational school boards.

Further inquiry revealed other PICs in the state have set up their own training centers. Other JTPA's do not use or use minimally county vocational school boards as vendors.

Table 4
JTPA Participants Enrolled in County Vocational School Vendors During the Year 1989-90

	Special Programs for JTPA only	Performance Contract*	Regular Programs	Basic/ Remedial
Central	0	-	229	65
North	22	Yes	16	10
South	120	Yes	74	25

*for special programs for JTPA participants only

3.4 Concerning the question, do the county vocational school boards provide any of these services for JTPA?, the JTPA directors responded unanimously that the schools do:

Conduct intake, assessment, counseling referral
Conduct job development
Provide facilities or instructors for JTPA

The JTPA directors responded unanimously that the schools do not:

Act as the administrative entity for SDA
Certify eligibility for JTPA assistance
Run job clubs

JTPA directors gave mixed indications on vocational school boards writing on-the-job training contracts with employers (the north SDA allows this, the other SDA's do not); the southern SDA provides day care for JTPA participants; the other SDA's do not. Day care was a very great concern of the central vocational school JTPA coordinator. This coordinator indicated that "day care was essential for not only the central SDA but for every SDA; many persons have not been able to participate in JTPA training/education because of the lack of day care facilities as well as lacking transportation to county vocational school vendor sites and appropriate job sites." The JTPA director of the southern SDA also indicated that transportation was critically lacking in the area, preventing many persons from reaching suitable training sites as well as job sites.

SECTION III ACTIVITIES UNDER JTPA (County Vocational Schools Respondents)

3.1 As stated in the previous section all SDA's and county vocational school boards had entered into collaborative efforts and plan increasing such efforts.

The central vocational school board offers entry into over 55 vocational programs in which JTPA participants have been placed in 49 of these programs on an individual referral basis. In addition to these courses one course in nursing assistant has been offered, 22 courses titled Try Out Employment and 2 courses titled Summer Youth.

The north vocational school board offers entry into seven programs; baking, commercial art, diesel mechanics, food service, graphic arts, machine shop, and maintenance mechanic.

The south vocational school board offers entry into 15 regular vocational programs as well as two special programs, pre-vocational life skills program and summer youth program. (see Appendix F)

3.2 & 3.3 See Table 4 in section above.

3.4 See discussion in section above. The county vocational school boards JTPA coordinators agreed with the JTPA directors concerning services provided JTPA.

SECTION IV COORDINATION [JTPA Directors and County Vocational JTPA Coordinator Respondents Reported in Same Section]

4.1 Respondents were asked to rate to what degree selected factors enabled JTPA to coordinate with county vocational school boards. Referring to Table 5 one can see some varying reasons for coordination. Vocational educators evidently perceive state agency influence as a reason to participate; personal relationships between JTPA directors and county vocational school JTPA coordinators are key to coordination; declining enrollment is influencing vocational school participation; two JTPA coordinators indicated on the questionnaire and in the interviews that they tried to give the public vocational schools priority when a program was available because the cost was much less than private proprietary schools; the mission of JTPA and county vocational school is the same, i.e., "helping people".

One JTPA director, south, indicated that the county vocational school vendor was used extensively because there were no private proprietary schools available, that in effect there was very little competition for the county vocational vendor. The southern director also stated that the PELL grant regulations prevented placing many participants in the regional community college that should be in the college level. The implication of these two statements is that the county vocational school vendor in the rural area would lose JTPA participants if there were competition and the PELL grant regulations are changed.

Concerning the declining enrollment in county vocational schools, two of the county vocational school JTPA coordinators indicated that JTPA participants would become more vital to their vocational school survival. One superintendent indicated that unless JTPA participants were enrolled in the future that teaching jobs were in jeopardy.

Table 5

Degree that Factors Enable JTPA to Coordinate with Vocational Schools

	JTPA			Vocational		
	Major	Minor	None	Major	Minor	None
State agency push		1	2	1	2	
Personal relations among staff at JTPA & voc. bd.	3			3		
Declining Enrollment in voc. schools	1	1	1	2	1	
PIC priority to public institutions	2					
Mission consistent with JTPA	3			3		
Other: no proprietary schools in SDA	1					

4.2 JTPA directors responded to the degree that selected obstacles hindered them from coordinating with county vocational school boards. Vocational educator lack of knowledge of JTPA legislation was not a factor, although one area indicated there were some minor problems due to a change in vocational administrators. All three JTPA directors and three vocational school respondents indicated that JTPA restrictions on eligibility of participants were a minor obstacle. The JTPA directors were frustrated that the JTPA rules and regulations prevented persons whose financial status is just above poverty level from being able to participate in training.

The amount of documentation and paper work required was a major obstacle in the northern area, a minor obstacle in the central area and no obstacle in the southern area as reported by the JTPA directors. Paper work was rated as a minor obstacle by the north and central vocational schools. Perhaps the administrative structure and number of vocational schools being used for each area is responsible for the degree of hindrance concerning documentation, i.e., the northern area does not have persons assigned full responsibility for JTPA coordination and only has one vocational school; the central area has a central office staffed with a full time coordinator plus two counselors who are responsible for coordination of five vocational schools in which JTPA participants are placed; and the southern area has specific responsibilities assigned to administrators for JTPA coordination and has only one school.

JTPA directors in the north and south reported that performance based contracts are a major obstacle in coordination. The central area director indicated such contracts are not an obstacle but in the interview indicated that there is a hesitancy on the part of vocational educators concerning placement requirements. All three JTPA county vocational coordinators

indicated that performance based contracts are not an obstacle. The investigators found performance based contracts as one area of misunderstanding. Basically the county vocational vendors are viewed by JTPA officials at the local as well as state level as being unwilling or hesitant to accept risk taking.

Delays in processing contracts as an obstacle were rated as no obstacle by two JTPA directors and a major obstacle by the northern director and the vocational school coordinator. The central vocational school rated no obstacle in processing contracts whereas the southern vocational school rated this factor as minor.

All three JTPA directors and three county vocational schools rated 'not an obstacle' concerning policies of PIC hindering coordination.

4.3 & 4.4 In all three SDA's the county vocational school boards submit applications for funding from the Carl D. Perkins Vocational Education Act and listings of all curriculum offered by the vocational schools. Letters of receipt and approval are issued by the PIC director. However no feedback was received concerning funding applications. Two JTPA directors indicated that no feedback was given because of differences in the purpose of JTPA and the vocational school boards, i.e., the JTPA had no reason to give feedback on the applications because they concerned areas other than training. Other directors indicated the listings of curriculum were very useful for understanding the services of the schools and in counseling participants.

4.5 The only substantive recommendation concerning fostering more collaboration was that the vocational schools have more 'timely placement'. All other responses indicated that coordination was excellent.

4.6 The most critical component for the effort that leads to successful coordination was repeated throughout the questionnaires and interviews, "constant communication among all parties, a willingness to be flexible, a sharing and exploring of new ideas and working to solve problems."

4.7 The question of any impact the requirement, in the 1984 Carl D. Perkins Act that federally funded vocational education programs be coordinated with JTPA, had on decision making was evaluated as positive by all respondents. In effect the requirement increased communication between all parties and resulted in closer scrutiny of equipment purchases and upgrading curriculum.

4.8 In the central SDA no special joint planning sessions were held due to there being constant communication between the JTPA director and county vocational school coordinator. In the northern SDA, joint planning sessions resulted in the superintendent providing within the budget money for potential

JTPA participants and placement. Joint planning sessions were held in the southern SDA.

Each of the county vocational school boards submits a plan for providing service for the JTPA program. This plan is forwarded to the Employment and Training Department for approval or disapproval. There were no reports of a plan being disapproved. In effect, all three SDA's seem to be in constant contact. The fact that the superintendent in each SDA is on the PIC was cited by all respondents as a key factor in the planning process.

4.9 No one was aware of any federal or state laws, regulations or policies which impeded efforts to coordinate with PIC.

SECTION V COST INFORMATION

5.1 What financial contributions are being paid by JTPA in per participant cost per program?

In the central SDA the following was paid during 1989-90:

Individual Referral Agreement (IRA) $1,426.60\person
Total paid for IRA $192,590.00

Nursing Assistant $1,061.30\person
Total paid for Nursing Assistant $63,678.00
(see Appendix F for JTPA report on costs)

In the north SDA the following was paid during 1989-90:

Average reimbursement for all programs $2413.00/person
Total payment to vocational vendor not available

In the south SDA the cost for each program per agreement was $1625.00 per participant, full time, per year. The cost figures given in Appendix F show the tuition payments to the vocational school vendor for 55 participants. The payments per participant per program vary due to the length each participant attended the program. When asked how the amount of $1,625.00 was determined the answer was that no precise accounting has been done to calculate the cost by the vocational vendor.

5.2 In the central SDA a participant is paid $8.00 per day that he/she attends a program. This payment is for transportation. [Due to a change in the instrument other cost figures were not obtained from the central area.]

In the northern SDA participants are paid $8.00 per day of attendance. The JTPA director reported that an average of $625.00 is provided a participant for training whereas the county vocational school reported an average of $241.37. This discrepancy was not solved at the time of this report being

written.

In the southern SDA participants are paid $6.00 per day of attendance for transportation and lunch. Appendix F contains the payments per participant per program for 55 participants in the vocational school programs.

5.3 The answers to the question, Is the funding provided each client to enable each client to participant adequate?, were mixed due to a change in the questionnaires after the central SDA was used for initial data collection.

In the central SDA both the director and the coordinator indicated the amount, i.e., $8.00, was adequate. But acknowledged in the interviews that the amount was not adequate. The philosophy behind the 'yes' answer was that there was only so much money available. The money available should be allocated at a minimum per person so as many persons as possible could be served. Their answers were based on the original instrument. The original instrument was changed due to their critique and gave questions 5.2 and 5.3 a different emphasis.

The change in emphasis on questions 5.2 and 5.3 was from how much a person was paid per day to how much money was allocated in total for a person in a program. The north and south JTPA directors indicated that the total amount expended for each participant was inadequate. Whereas the vocational schools responded that the amount was sufficient. The interviews revealed that the JTPA directors believed that their participants need more training and education, such as the life skills program in the south SDA, and the lack of money prevented such action.

5.4 The question, Is funding per participant per program sufficient to cover the county vocational school board cost?, revealed that the costs of supplies were not sufficiently covered in the vocational school vendor in the north SDA, nor were 'other costs' included in the contract in the north SDA adequately covered. In the south SDA the vocational school vendor indicated the funding per participant was adequate to cover costs. However the JTPA director was still concerned that even though the reimbursement was sufficient for the vendor, more money is needed for participant support. Child care is needed, some participants have low motivation, and transportation costs exceed available funding. For example, a person cannot support a family on $6.00 a day, or usually even travel to the school and have lunch on this amount. Such low payment forces the participant to take whatever job is available to support family rather than finishing the training and education needed for a stable future.

To summarize the information on cost, the JTPA SDA's have to some extent eliminated the 'risk' factor, i.e., the vocational vendors are paid the full amount as per agreement even though placement figures have not been reached. However should

inadequate placement reoccur the vocational vendor would not be given future contracts. All JTPA directors indicated that "in most cases it is more cost effective to work with vocational school vendors." Two vocational vendors indicated that supplies and 'other costs' were not reimbursed sufficiently. The central JTPA director indicated that the assumption was that the money paid to the vocational vendor compensated for extra services, e.g., coordinator and counselor salary, additional instructors, supplies. The investigators pose the question, if the JTPA money is not being used for extra services by vocational vendors but is being used to support present staff is the money received under the full time equivalent funding by the state double payment for the same services?

As cost information was being discussed, reoccurring questions by JTPA directors and state level personnel concerning the ability of vocational vendors to keep up to date in equipment and instructor technical knowledge were asked. Their perspective is that vocational vendors must invest money in both equipment and technical upgrading to be competitive. It should be noted that the JTPA director in the northern area stated that JTPA would not pay for equipment or equipment replacement.

The Council's real concern is the question of cost benefit. The investigators realized at the beginning of the study that no evaluation concerning cost benefit could be realistically completed within time and money limitations and was so stated to the Council during the September meeting. Tentative data collected for this study does indicate for these three SDA's that the JTPA directors are satisfied with the cost benefit received via the county vocational school board vendors. The cost data which has been collected does give information that may be used to refine future evaluations by the Council.

In regard to cost benefit, data would have to be collected from all types of vendors, offering similar programs, with an evaluation of equipment, instructor background, and longitudinal placement. The only cost benefit study available is in Appendix G provided by the central JTPA. This data shows the vocational vendor is competitive, at least in the programs which have been contracted as evaluated by the JTPA director [during the interview].

SECTION VI STUDENT FOLLOW UP

6.1 The JTPA directors were asked, What is your process to monitor the progress and placement of participants?

The central JTPA director reported that the vocational vendor maintains progress reports on individual participants. The JTPA director's office does a weekly status report of enrollments, placements, terminations, etc., based on the MIS report forms from the vocational vendor. The central JTPA has a contract with a private firm to conduct evaluations of the

vendors. The private firm monitors programs by on site evaluations two times a year. The firm also conducts telephone follow up surveys of participants during the 13 and 18th week after their completing training.

The north JTPA director indicated that monitoring is done by the JTPA office based upon the performance standards stated in the contract. [The vocational vendor respondent referred the investigators to the Division of Youth and Family Services for follow up data (which the investigators did not have time to accomplish).]

The south JTPA director indicated that the JTPA office did the monitoring. The vocational vendor also conducts a one year, three year, and five year follow up as a part of the regular process.

6.2 The JTPA directors were asked for the results of monitoring the progress and placement of participants?

The central JTPA reported the individual referral placement rate at 81% and nursing assistant placement at 80%

The north JTPA reported satisfactory placement but gave no details.

The south JTPA reported satisfactory placement, i.e., over 70% placement for all programs.

6.2 The vocational vendors were asked to report the placement of JTPA participants for 1989-90.

The central vocational vendor reported an 87% placement of persons in occupations for which the persons were prepared and a 13% placement in occupations for which they had received no training. Participants who dropped were not reported because "The number of clients who are 'no shows' is not recorded because no funds are expended for these clients." Appendix H contains a sample page of the 1989-90 end of year report from the central vocational vendor. Records of over 2000 participants are on file in the full time JTPA coordinator's office.

The north vocational vendor reported that 62.5% of the participants were placed in occupations in which they were trained. Thirty seven and a half (37.5%) percent dropped the program.

The south vocational vendor reported a 72% placement rate in occupations for which participants were trained, 20% for which they were not prepared and an 8% drop out rate.

MAJOR QUESTION

What must be done in the future? The responses were to

continue planning together and seek realistic funding for the programs and participants.

STATE LEVEL PERSPECTIVE ON COORDINATION

As stated previously the investigators believe that to determine the status of coordination between JTPA and county vocational school boards the perspectives of the state level agencies would have to be obtained. Therefore, interviews were conducted and written statements were obtained from the Department of Employment and Training and the Division of Vocational Education. The reader is directed to Appendix D and Appendix E for the respective reports.

An analysis of these documents reveals that there is deep concern for the citizens of the State of New Jersey and a concern for planning. There is one inconsistency that was noticed by the investigators between the state level perspectives and those of the local perspectives concerning the statement by the Division of Employment and Training, i.e., that the JTPA system is interested in relatively short term, entry level training programs. The statement is, of course, correct as far as the federal law which the JTPA system is to abide. What seems to be a frustration for the JTPA directors at the local level is that training and entry level job attainment are only a part of what needs to be provided. The example of this inconsistency is the life skills program being delivered by the southern vocational vendor because of the JTPA director's concern for participant ability to function properly in the work place and in life. The same concern was revealed in the interview with the central JTPA office. The central office contracts with an independent vendor to monitor the progress of participants. Part of this process is a telephone follow up at the 13th and 15th weeks after completion of training. When this follow up process was being discussed the JTPA official expressed that the follow up not only asked about job duration but about other problems. The JTPA official expressed that the participants had so many problems other than job problems to be solved. Perhaps the proposed revision of the JTPA federal legislation should include the provision for long term education for those participants that need education in order to retain a job and to have a better life.

JTPA officials at the local level also expressed the fact that short term training does not allow the participant entry into longer training and education so a person can be licensed or certified for selected areas of work. Therefore, JTPA legislation might be restructured so there is provision for training and education for jobs having such requirements.

An inconsistency is found in the perspectives of the two state level agencies in the area of where coordination might be better implemented. The Division of Employment and Training indicates the 'best hope' is at the local level whereas the Department of Vocational Education emphasizes the need for

coordination to begin at the state level.

A consistency is the belief concerning leadership in improving coordination. The Division of Employment and Training statement expresses that "for greater impact [coordination improvement] lies in endeavors to promote more effective local level planning." The Department of Vocational Education expresses that state level planning is imperative and the Commission on Employment and Training should provide such leadership. The Division of Employment and Training also states that the Commission should provide that leadership.

Statements in writing and in the interviews by both state level respondents revealed barriers that are preventing coordination at the state level. These barriers are revealed in the Employment and Training statement of purpose of the vocational education system as well as the purpose of JTPA. [In addition to these statements concerning purpose is criticism by the Division of Employment and Training of the vocational system which when interpreted may indicate the Division is saying to the vocational school system to change focus from in school adolescent youth to serve the JTPA participants.] The Division of Vocational Education is likewise cognizant of the differences in purpose and is frustrated, as revealed during the interview, by the Division of Employment and Training resistance to state level planning by not attending meetings or having reasons not to communicate. Whatever these barriers, the barriers must be removed.

The investigators recommend that the vocational school system decide which population or populations should be served. If there is to be service to the JTPA participants, there must be a restructuring of administration such as was done in the central SDA examined for this study, curriculum and schedules reorganized for open entry-open exit instruction; special short courses and, instructor professional and technical upgrading, equipment updated, etc.

The investigators recommend that the JTPA system examine its purpose/s by considering the needs of the different types of participants, e.g., welfare, displaced workers, adolescent dropouts, educated persons without jobs/money, persons not in poverty but needing assistance before they do become poverty stricken, etc. Recognition of needs for longer training and education for licensing and certification required by certain jobs must be used when planning the restructuring of JTPA purpose and legislation. To summarize, the short term training for entry level jobs is inadequate for serving the needs of the citizens and employers of the nation as expressed by local level personnel in both JTPA offices and vocational school systems.

Question 1 in the questionnaires to both JTPA directors and vocational school board personnel concerned a state plan. Local

personnel indicated a plan would be beneficial. The Department of Education, Division of Vocational recommendations concerning an Intergovernmental Coordination Committee as a subcommittee of the Commission on Employment and Training to develop policy and procedures [a state plan] for coordination seems reasonable and realistic. Further the work of the JTPA/Education Planning Committee and the Education Technical Assistance Team should be resumed until such a plan is approved.

SUMMARY AND RECOMMENDATIONS

Without repeating the details of this report the following major findings were revealed:

Coordination between the JTPAs and vocational school boards in the three regions, central, north and south, is satisfactory. This finding should not be considered representative of all SDA's. It is recommended the central SDA serve as a model for coordination in a suburban area when similar demographics prevail and the southern SDA serve as a model when rural demographics exist (see Appendix C).

The investigators found as did the Occupational Task Force (see Appendix I) that, "There is no comprehensive statewide plan that coordinates all occupational education efforts across agency lines." As stated in the previous section of this report a state plan seems reasonable and realistic.

JTPA directors in the three SDA's studied indicated that the performance of the vocational school board vendors have been satisfactory in job placement and have been cost efficient.

JTPA directors in the three SDA's studied indicated a preference for vocational school board vendors when appropriate programs were available because the costs were much lower than private vendors.

Vocational school JTPA coordinators indicated that the contract provision of 70 to 80 percent placement has not been a problem to June 30, 1990. However, the economic conditions now prevailing may cause failure to attain contract placement agreements.

The administrative structure for all three SDA's is different. (see Appendix C)

Vocational school board vendors are in competition with private schools/business and community colleges and must, if they continue to seek JTPA contracts, assess their purpose, i.e., which population or populations should be served or can be served. It is recommended that the vocational school boards assess their goals for the future.

The federal legislation acts underlying JTPA and vocational

education have different goals. These goals as implemented historically have created different philosophies within the Department of Labor and Department of Education personnel concerning who should be served and how they should be served. A reexamination of goals by both parties is essential in order to achieve satisfactory coordination at the state level. [That is the investigators did not find coordination/communication as satisfactory as deemed necessary at the state level.] Recommendations concerning state level coordination are given in the previous section STATE LEVEL PERSPECTIVES ON COORDINATION.

The State of New Jersey lack of a good public transportation system and child care facilities is hampering many JTPA participants from receiving the counseling, training and education needed as well as being able to travel to a work site. It is recommended that the responsible parties be notified that the training and education of participants and potential participants is being hampered by lack of an adequate transportation system and child care facilities.

Both the Department of Education, Division of Vocational Education and the Department of Labor, Division of Employment and Training are expecting leadership to emerge from the Commission on Employment and Training. Appendix I contains the November 1990 recommendations of the Occupational Task Force, a task force established by the Commission. Please note: within the documents produced by the Occupational Task Force there is no recommendation concerning faculty. The investigators know that faculty must be considered in such master planning. At present there is no state wide system to recruit occupational faculty or administrators. The undergraduate vocational teacher preparation program in Rutgers University ceased admitting students two years ago. The Graduate Vocational and Technical Program in Rutgers has been reduced from eleven persons in 1985 to two persons in 1988. Enrollment in the Graduate program is less than 10 persons. Trenton State College has on its agenda the elimination of the vocational teacher education program. The other programs at state colleges are understaffed and improperly funded. Some of the persons teaching in the colleges retired five or more years ago. To summarize, the undergraduate and graduate programs in state higher education institutions have or are being eliminated. These programs have produced the teachers and administrators for secondary and postsecondary institutions in the state and nation. The N. J. Council on Vocational Education should recommend that the Department of Higher Education and the Department of Education immediately examine the educational system within the public colleges and university responsible for educating future teachers and administrators of occupational education. The Occupational Task Force should also be given this same charge. The Council might conduct its own study of the situation.

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APPENDIX A

JTPA INSTRUMENT (QUESTIONNAIRE)

JTPA (12/14/90)

STATUS OF COORDINATION BETWEEN

REGIONAL PRIVATE INDUSTRY COUNCILS

AND

COUNTY VOCATIONAL SCHOOL BOARDS

The purpose of this study is to determine the status of coordination between regional private industrial councils and county vocational school boards in select northern, central and southern regions in the state of New Jersey. This information can be used to determine the extent to which this coordination has been achieved to fulfill the mandates of the Carl D. Perkins Act and the Job Training Partnership Act. This study is being sponsored by the New Jersey Council on Vocational Education in compliance with Federal law.

Your service delivery area has been selected for this study to determine the status of involvement of county vocational school boards and Job Training Partnership Act (JTPA). This information should provide support for future improvements.

How you can help...

On the pages that follow you will find a number of questions about JTPA and county vocational school boards. Please answer all questions as accurately as possible.

Please enter the following information:

Name of Service Delivery Area (SDA)_____
Address_____
Telephone _____Date of completion_____

Name of respondent_____
Title_____

SECTION I INSTITUTIONAL GOALS

1.1 Is there consensus between JTPA institutional goals and those of county vocational school boards?
( ) Yes ( ) No

1.2 Is there a plan for statewide economic development that delineates the respective roles of JTPA and vocational education?
( ) Yes ( ) No ( ) Unknown

1.3 What is the status of that plan if one exists?

Plan defines roles specifically	( ) Yes	( ) No
Plan exists, but does not define roles	( ) Yes	( ) No
Plan is informal, roles are to be developed as needed	( ) Yes	( ) No
Plan is being developed	( ) Yes	( ) No

1.4 What are the responsibilities of vocational education?

Skill training	( ) Yes	( ) No	( ) Unknown
Skill training for everyone	( ) Yes	( ) No	( ) Unknown
Economic development	( ) Yes	( ) No	( ) Unknown
Manage 8 percent (Youth)	( ) Yes	( ) No	( ) Unknown
Provide facilities for JTPA	( ) Yes	( ) No	( ) Unknown
Entry level job preparation	( ) Yes	( ) No	( ) Unknown
Placement of Clients	( ) Yes	( ) No	( ) Unknown
Other_____	( ) Yes		
_____	( ) Yes		
_____	( ) Yes		

1.5 What are the responsibilities of JTPA?

For the disadvantaged	( ) Yes	( ) No	( ) Unknown
Economic development	( ) Yes	( ) No	( ) Unknown
Referral to On-the-job training	( ) Yes	( ) No	( ) Unknown
Support services	( ) Yes	( ) No	( ) Unknown
Broker role, match client and services	( ) Yes	( ) No	( ) Unknown
Placement of Clients	( ) Yes	( ) No	( ) Unknown
Other_____	( ) Yes		
_____	( ) Yes		
_____	( ) Yes		

1.6 In what areas should JTPA and vocational education work together?

Target Groups:

Incarcerated	( ) Yes	( ) No
Adults	( ) Yes	( ) No
Dropouts	( ) Yes	( ) No
Handicapped	( ) Yes	( ) No
Limited English Proficiency	( ) Yes	( ) No
AFDC recepient	( ) Yes	( ) No
Displaced homemaker	( ) Yes	( ) No
Displaced worker	( ) Yes	( ) No
Older worker	( ) Yes	( ) No
Other_____	( ) Yes	
_____	( ) Yes	

_____	( ) Yes
_____	( ) Yes

Activities

Skill training	( ) Yes ( ) No
Customized training	( ) Yes ( ) No
Long term vocational educ.	( ) Yes ( ) No
Short term vocational educ.	( ) Yes ( ) No
Testing and assessment	( ) Yes ( ) No
Job search assistance	( ) Yes ( ) No
Career guidance	( ) Yes ( ) No
Personal counseling	( ) Yes ( ) No
Other_____	( ) Yes
_____	( ) Yes
_____	( ) Yes
_____	( ) Yes

1.7 Since JTPA's implementation, what has been the nature of the relationship between the SDA and public county vocational boards?

1.7.1 What public county vocational boards do you use as vendors?

_____
_____
_____
_____

1.8 Should there be any changes in the relationship between JTPA and county vocational school boards? ( ) Yes ( ) No

If yes, what?

SECTION II POPULATION SERVED

2.1 Type of area in which your SDA is located?

( ) Rural
( ) Suburban
( ) Urban
( ) Other, specify _____

2.2 What is the approximate population in your SDA area?

_____people

2.3 Approximately what percentage of the population in the area served by your SDA is :

American Indian or Alaskan native _____%
Asian _____%
Black, not of Hispanic origin _____%
Hispanic _____%
White, not of Hispanic origin _____%
Other, _____ _____%

2.4 Approximately what percentage of the population in your SDA is economically disadvantaged? _____%

SECTION III ACTIVITIES WITH COUNTY VOCATIONAL SCHOOL BOARDS

3.1 Has your SDA entered into any collaborative efforts with the public county vocational school boards during 1989-90?
( ) Yes ( ) No

If yes, what are these efforts? [Please give listing of contracts. Attach to this form.]

3.2 How many clients were served in 1989-90 by the county vocational school boards and in what occupations? [Please give individual schools, occupational areas and client enrollment.]

(Attach to this form)

3.3 During the 1989-90 year, how many JTPA clients were enrolled in:

3.3.1 Special occupational programs conducted only for JTPA clients? _____clients

3.3.2 Were these special programs conducted under performance based contracts? ( ) Yes ( ) No

3.3.3 How many JTPA clients were enrolled in regular programs on an individual referral basis? _____clients

3.3.4 How many JTPA clients were enrolled in basic/remedial programs? _____clients

3.4 Do the county vocational school boards provide any of these services for JTPA?

	Yes	No
Acts as the administrative entity for SDA	( )	( )
Conducts intake, assessment, counseling referral	( )	( )
Certifies eligibility for JTPA assistance	( )	( )
Writes on-the-job training contracts with employers	( )	( )
Runs job clubs	( )	( )
Conducts job development	( )	( )
Provides support services, e.g. day care	( )	( )
Provides facilities or instructors for JTPA the boar[illegible]o not conduct themselves	( )	( )
Other (describe)_____	( )	
_____	( )	
_____	( )	
_____	( )	

SECTION IV COORDINATION

4.1 To what degree do the following factors enable JTPA to coordinate with the county vocational school boards?

	Major Factor	Minor Factor	Not a Factor
State agencies push	( )	( )	( )
Personal relationships among staff of school boards & JTPA	( )	( )	( )
Declining enrollment	( )	( )	( )
PIC gives priority to public institutions	( )	( )	( )
Mission of institution consistent with JTPA purposes	( )	( )	( )
Other, describe_____	( )	( )	( )
_____	( )	( )	( )
_____	( )	( )	( )

4.2 To what degree do the following obstacles hinder JTPA from coordinating with the county vocational school boards?

	Major Obstacle	Minor Obstacle	Not an Obstacle
Vocational personnel lack of knowledge of Acts and regulations	( )	( )	( )
JTPA restrictions on eligibility and services	( )	( )	( )
Amount of documentation, paper work required	( )	( )	( )

Performance based contracts	( )	( )	( )
Uncertainties, delays in contracting process	( )	( )	( )
Policies of PIC	( )	( )	( )
Other, describe_____	( )	( )	( )
_____	( )	( )	( )
_____	( )	( )	( )

4.3 When county vocational school boards apply to the state for funds from the Carl Perkins Vocational Education Act, the applications must be reviewed by PIC. Has your PIC received reviewed these applications? ( ) Yes ( ) No

If no, why?

If yes, what feedback was given on these applications?

4.4 Has PIC been provided a list of all vocational programs being offered by the county vocational school boards?
( ) Yes ( ) No

If yes, has this list been useful?

4.5 What are major strategies that county vocational school boards could do to foster more collaboration?

4.6 What is the most critical component of the effort that leads to successful coordination?

4.7 The Carl Perkins Vocational Education Act requires that federally funded vocational education programs be coordinated with JTPA through state-level planning and policies. What impact did this Act have on the local JTPA decision making process?

4.8 Did you conduct any joint planning sessions with those in the county vocational schools? ( ) Yes ( ) No
If yes, explain what, if any, impact did this exchange have on the SDA's planning/operation?

4.8.1 Are there any representatives from the county vocational school boards on PIC? ( ) Yes ( ) No

If yes, what person/s and title/s?

4.9 Are you aware of any federal or state laws, regulations, or policies which impeded efforts to coordinate with the county vocational school boards? ( ) Yes ( ) No

If yes, explain.

SECTION V COST INFORMATION

5.1 What financial contributions are being paid by JTPA in per client cost per program? [Please give: 1) individual school, 2) programs within each school, 3) amount of contribution by JTPA per client per program, and 4) the total amount contributed per program.]

[Attach to this form.]

5.2 How much funding is provided each client in the JTPA program to enable each client to participate? $_____per client

5.3 Is the funding provided each client to enable each client to participate adequate? ( ) Yes ( ) No

If no, explain.

5.4 Is the funding per client per program sufficient to cover the county vocational school board cost? ( ) Yes ( ) No

If no, explain.

SECTION VI STUDENT FOLLOW UP

6.1 What is your process to monitor the progress and placement of clients?

6.2 What findings have been shown as a result of monitoring the progress and placement of clients?

MAJOR QUESTION

What must be done in the future by both JTPA and the county vocational school boards to accomplish the mandates by the federal laws governing JTPA and vocational education?

THANK YOU FOR YOUR VALUABLE CONTRIBUTION.

PLEASE RETURN TO:

DR. CHARLES R. DOTY
GRADUATE VOCATIONAL AND TECHNICAL PROGRAM
GRADUATE SCHOOL OF EDUCATION
RUTGERS UNIVERSITY
10 SEMINARY PLACE
NEW BRUNSWICK, N. J. 08903
TELEPHONE 908-932-8018/908-238-1730 (H) (DOTY)

APPENDIX B

VOCATIONAL SCHOOL BOARD VENDOR INSTRUMENT

Schools
Dec. 14, 1990

STATUS OF COORDINATION BETWEEN
REGIONAL PRIVATE INDUSTRY COUNCILS
AND
COUNTY VOCATIONAL SCHOOL BOARDS
IN
NORTHERN, CENTRAL AND SOUTHERN NEW JERSEY

The purpose of this study is to determine the status of coordination between regional private industrial councils and county vocational school boards in selected northern, central and southern regions in the state of New Jersey. This information can be used to determine the extent to which coordination has been achieved to fulfill the mandates of the Carl D. Perkins Act and the Job Training Partnership Act. This study is being sponsored by the New Jersey Council on Vocational Education in compliance with Federal law.

Your institution has been selected for this study to determine the status of involvement of county vocational school boards in Job Training Partnership Act (JTPA). This information will provide a basis for describing how your institution works with JPTA and should also provide support for future improvements.

How you can help....

On the pages that follow you will find a number of questions about your institution and its involvement with JTPA programs. Please answer all questions as accurately as possible.

Please enter the following information:

Name:_____Title_____
Institution_____
Address_____
Telephone_____Date of Completion_____

SECTION I INSTITUTIONAL GOALS

1.1 Is there consensus between your institutional goals and those of JTPA? ( ) Yes ( ) No

1.2 Is there a plan for statewide economic development that delineates the respective roles of JTPA and vocational education?
( ) Yes ( ) No ( ) Do not know

1.3 What is the status of that plan if one exists?

Plan defines roles specifically	( ) Yes ( ) No
Plan exists, but does not define roles	( ) Yes ( ) No
Plan is informal, roles are to be developed as needed	( ) Yes ( ) No
Plan is being developed	( ) Yes ( ) No

1.4 What are the responsibilities of vocational education?

Skill training	( ) Yes ( ) No ( ) Unknown
Skill training for everyone	( ) Yes ( ) No ( ) Unknown
Economic development	( ) Yes ( ) No ( ) Unknown
Manage 8 percent (youth)	( ) Yes ( ) No ( ) Unknown
Provide facilities for JTPA	( ) Yes ( ) No ( ) Unknown
Entry level job preparation	( ) Yes ( ) No ( ) Unknown
Placement of clients	( ) Yes ( ) No ( ) Unknown
Other_____	( ) Yes
_____	( ) Yes
_____	( ) Yes

1.5 What are the responsibilities of the JTPA program?

For the disadvantaged	( ) Yes ( ) No ( ) Unknown
Economic development	( ) Yes ( ) No ( ) Unknown
Referral on-the-job training	( ) Yes ( ) No ( ) Unknown
Support services	( ) Yes ( ) No ( ) Unknown
Broker role, match client and services	( ) Yes ( ) No ( ) Unknown
Placement of clients	( ) Yes ( ) No ( ) Unknown
Other_____	( ) Yes
_____	( ) Yes
_____	( ) Yes

1.6 In what areas should JTPA and vocational education work together?

Target groups:

Incarcerated	( ) Yes ( ) No
Adults	( ) Yes ( ) No
Dropouts	( ) Yes ( ) No
Handicapped	( ) Yes ( ) No
Limited English Proficiency	( ) Yes ( ) No
AFDC recipient	( ) Yes ( ) No
Displaced homemaker	( ) Yes ( ) No
Displaced worker	( ) Yes ( ) No
Older worker	( ) Yes ( ) No
Other_____	( ) Yes
_____	( ) Yes
_____	( ) Yes

Activities

Skill training	( ) Yes ( ) No
Customized training	( ) Yes ( ) No
Long term vocational educ.	( ) Yes ( ) No
Short term vocational educ.	( ) Yes ( ) No
Testing and assessment	( ) Yes ( ) No
Job search assistance	( ) Yes ( ) No
Career guidance	( ) Yes ( ) No
Personal counseling	( ) Yes ( ) No
Other_____	( ) Yes
_____	( ) Yes
_____	( ) Yes
_____	( ) Yes

1.7 Since JTPA's implementation, what has been the nature of the relationship between the SDA and public county vocational schools?

1.8 Should there be any changes in the relationship between JTPA and county vocational school Boards? ( ) Yes ( ) No

If yes, what?

SECTION II POPULATION SERVED

Community Characteristics:

2.1 Type of area in which your institution is located?
( ) Rural
( ) Suburban
( ) Urban
( ) Other, specify _____

2.2 What is the approximate population in the area served by your institution: _____ people

2.3 Approximately what percentage of the population in the area served by your institution is:

American Indian or Alaskan Native?	_____%
Asian?	_____%
Black, not of Hispanic origin?	_____%
Hispanic?	_____%
White, not of Hispanic origin?	_____%
Other?	_____%
	100 %

2.4 Approximately what percentage of the population in the area served by your institution is economically disadvantaged? _____%

Institutional Characteristics:

2.5 What was the size of your institution's enrollment of full time and part time students by program type for 1989-90? (excluding JTPA clients)

	Full time	Part time
Occupational	_____	_____
College Preparation	_____	_____

2.6 Is your institution formally represented on the Private Industry Council for your JTPA service Delivery Area?

( ) Yes
( ) No

Student Characteristics

2.7 Selected student body characteristics (excluding JTPA clients):

Gender
_____% Females
_____% Males

Ethnicity/race
_____% American Indian or Alaskan
_____% Asian
_____% Black, not Hispanic origin
_____% Hispanic
_____% White, not Hispanic origin
_____% Other

Handicapped _____%

Limited English Proficiency _____%

Estimated Family Income
_____% Above $25,000
_____% Between $15,000 and $25,000
_____% Between $10,000 and $14,000
_____% below $10,000

Students who enter, but leave prior to receiving high school diploma? _____%

Students who are single parents? _____%

SECTION III ACTIVITIES UNDER JTPA

3.1 Has your institution entered into any collaborative efforts with JTPA during 1989-90? ( ) Yes ( ) No

If yes, what are these efforts? [Please give a listing of the contracts including the occupations to be offered.]

(Attach to this form)

3.2 How many JTPA clients were served in 1989-90 by your institution and in what occupations? [Please give school, occupations, and enrollment per occupation.]

(Attach to this form)

3.3 During the 1989-90 year, how many JTPA clients were enrolled in:

3.3.1 Special occupational programs conducted only for JTPA clients? _____clients

3.3.2 Were these special programs conducted under performance based contracts? ( ) Yes ( ) No

3.3.3 How many JTPA clients were enrolled in regular programs on an individual referral basis? _____clients

3.3.4 How many JTPA clients were enrolled in basic/remedial programs? _____clients

3.4 Does your institution provide any of these services under JTPA?

	Yes	No
Acts as the administrative entity for SDA	( )	( )
Conducts intake, assessment, counseling referral	( )	( )
Certifies eligibility for JTPA assistance	( )	( )
Writes on-the-job training contracts with employers	( )	( )
Runs job clubs	( )	( )
Conducts job development	( )	( )
Provides support services, e.g. day care	( )	( )
Provides facilities or instructors for JTPA funded programs the institution does not conduct itself	( )	( )
Other (describe) _____	( )	( )
_____	( )	( )
_____	( )	( )

SECTION IV COORDINATION

4.1 To what degree do the following factors encourage your institution to provide services under JTPA?

	Major Factor	Minor Factor	Not an Factor
State agencies push	( )	( )	( )
Personal relationships among staff of institution & JTPA	( )	( )	( )
Declining enrollment	( )	( )	( )
Mission of institution consistent with JTPA purposes	( )	( )	( )
Other (describe)_____	( )	( )	( )
_____	( )	( )	( )
_____	( )	( )	( )
_____	( )	( )	( )

4.2 To what degree do the following obstacles hinder your institution from providing services under JTPA?

	Major Obstacle	Minor Obstacle	Not an Obstacle
Your lack of knowledge of Act and regulations	( )	( )	( )
JTPA restrictions on eligibility and services	( )	( )	( )
Amount of documentation, paperwork required	( )	( )	( )
Performance based contracts	( )	( )	( )
Uncertainties, delays in contracting process	( )	( )	( )
Policies of PIC	( )	( )	( )
Other (describe)_____	( )	( )	( )
_____	( )	( )	( )
_____	( )	( )	( )

4.3 When county vocational school boards apply to the state for funds from the Carl Perkins Vocational Education Act, the applications must be sent to PIC. Have these applications been sent to PIC? ( ) Yes ( ) No

If no, why?

4.4 Has your institution provided PIC a list of all vocational programs being offered? ( ) Yes ( ) No

If no, why?

4.5 What are major strategies that JTPA could do to foster more coordination?

4.6 What is the most critical component of the effort that leads to successful coordination?

_____

_____

_____

4.7 The Carl Perkins Vocational Education Act requires that federally funded vocational education programs be coordinated with JTPA through state level planning and policies. What impact did this Act have on the local institution's decision making?

4.8 Did you conduct any joint planning sessions with PIC?
( ) Yes ( ) No

If yes, explain what, if any, impact did this exchange have on your institution's planning/operation?

4.8.1 Is there a representative/s from the county vocational school boards on the PIC council? ( ) Yes ( ) No

If yes, what persons and titles?

4.9 Are you aware of any federal or state laws, regulations or policies which impeded efforts to coordinate with PIC?
( ) Yes ( ) No

If yes, please explain.

SECTION V COST INFORMATION

5.1 What financial contributions are being received from JTPA in per client cost per program? [Please give: 1) individual school, 2) programs within each school, 3) amount of contribution by JTPA per client per program, and 4) the total amount contributed per program.]

(Attach to this form)

5.2 How much funding is provided each client in the JTPA program to enable each client to participate? $_____per client

5.3 Is the funding provided each client to enable each client to participate adequate? ( ) Yes ( ) No

If no, explain.

5.4 Is the funding per client per program sufficient to cover the county vocational school board cost? ( ) Yes ( ) No

If no, explain.

5.5 What was your per client expenditure for each JTPA client during the 1989-90 academic year? $_____

SECTION VI STUDENT FOLLOW UP

6.1 Concerning placement of JTPA clients during the 1989-90 academic year:

What percentage were placed in occupations for which they were prepared? _____%

What percentage were not placed in occupations for which they were prepared? _____%

What percentage dropped the program/s? _____%

6.2 Cite any other VITAL information you have from client follow up that may show results of coordination between JTPA and your institution. [For example, placement per occupation]

MAJOR QUESTION

What must be done in the future by both JTPA and the county vocational school boards to accomplish the mandates by the federal laws governing JTPA and vocational education?

THANK YOU FOR YOUR VALUABLE CONTRIBUTION.

PLEASE RETURN TO:

DR. CHARLES R. DOTY
GRADUATE VOCATIONAL & TECHNICAL PROGRAM
DEPARTMENT OF THEORY, POLICY & ADMINISTRATION
RUTGERS UNIVERSITY
10 SEMINARY PLACE
NEW BRUNSWICK, N. J. 08903
TELEPHONE 908-932-8018 (DOTY)

APPENDIX C

PROCESS THROUGH WHICH A PARTICIPANT IS INVOLVED IN JTPA

Meetings Nov. 21 and Dec. 6, 1990

Mr. xxxxxxxxxxx
Supervisor, JTPA Projects
xxxxxxxxx County Vocational and Technical High Schools

Process

The following is a description of the JTPA process for the five xxxxxxxxxx County Vocational and Technical High Schools:

The first step in the JTPA-county vocational school process is that of a person contacting the New Jersey Employment Service. (see Fig. 1) The persons at the Service evaluate the person to determine if the person is 'certified', i.e., qualifies for admission to the JTPA program based on economic need. If the client does quality, the person is sent to the xxxxxxxx County Employment & Training Department that serves as the JTPA management unit. (Please note that the Private Industry Council (PIC) serves as the policy making board.) Personnel at this Department give the client a reading test and give vocational counseling. The client is given a referral slip and sent to the appropriate vendor [note the JTPA management unit uses several education/training systems, called vendors, in order to achieve legislated goals]; in this case the person is referred to the central office of the xxxxxxxx County Vocational Schools JTPA Supervisor. xxxxxxxxx County Vocational Schools have a supervisor of JTPA, two counselors and secretarial staff housed in a central office. The two counselors as well as the supervisor in the central office interview the client and conduct further vocational counseling. If acceptable, the client is scheduled to start and assigned a vocational program and the appropriate school. A copy of the referral slip is made and the original is sent back to the xxxxxxxxxx County Employment & Training Department.

Once the client has started the program, the client has ten days to decide if this program is suitable. If the program is not suitable the client may be placed into another area. In addition the client is monitored daily. Attendance reports are faxed every day from each school to the central office. The central office compares the daily reports to time sheets that have been hand delivered to each school each week, picked up every two weeks and brought back to the central office by the two counselors. The client is graded every 5 school days. This monitoring information is forwarded to the xxxxxxxxx County Employment & Training Fiscal Office.

Concerning monitoring, the two counselors from the xxxxxxxxx County Vocational Schools central office visit each vocational school each week on a random schedule to monitor progress. Note: both counselors do not go to each school, only one counselor per school.

It should be noted that the placement of JTPA clients in the vocational schools are all during the regular day time school session. That is, the JTPA clients are mainstreamed with regular high school level students. Mr. xxxxxxxx indicated that such mainstreaming does cause some reactions by JTPA clients but are usually overcome in two to three days.

Once the client is in the course the xxxxxxx County Vocational School Boards JTPA office begins to try to locate openings for the client. Every job must have health benefits. If a job is found before the client has finished the course the client is encouraged [not required] to interview for the job. The goal of the JTPA program is immediate employment, not completion of a course or prolonged training. Incidentally, any time the client uses for job interviewing is counted as instruction time.

Upon completion of a course the client is issued a photostatic copy of certification of completion. An invitation to graduation is also extended, but few are able to attend because they are working.

Monitoring by JTPA

JTPA, i.e., xxxxxxxx County Employment and Training Department, monitors the xxxxxxxxx County Vocational Schools every 60 days, i.e., six times a year. Validation of placement rates is contracted by PIC with an independent organization that monitors the schools twice a year, winter and summer; two weeks notice is given before each of these two monitoring sessions. The independent organization monitors for cost, documentation of attendance, client satisfaction, and placement.

Payment to County Vocational Schools

Each month the xxxxxxxx County Vocational School Board submits a voucher to xxxxxxx County Employment and Training Department. This Department validates expenses and pays the Vocational Board. Mr. xxxxxxxx reports that this procedure is satisfactory.

Mr. xxxxxxxx reported that the xxxxxxxx County Vocational Schools do not charge for clients above the contract specifications because PIC simply does not have sufficient funds.

Payment to Clients

Every other week time sheets, that have been signed by the clients, are submitted to the xxxxxxxxx County Employment and Training Department. Clients are paid each week at the school. Clients must sign a photostatic copy of the check verifying that they receive their payment (in case of loss of checks).

Those clients who entered the program as unemployed are given an attendance stub that they must personally submit to the N. J.

Unemployment Department. Payment is issued every week and is mailed to their homes.

Clients

There are two classifications of clients, i.e., Needs Based Payment (NBP) and Unemployed (YI). The NBP client procedures are described above. There is one difference for the YI, i.e., the unemployed are given their attendance slips once each week that they are personally responsible for submitting to their respective county unemployment office. It should be noted that the YI are paid much higher than the NBP clients.

Trends/Problems

Independent referrals by JTPA to the xxxxxxxx County Vocational Schools are under contract with the clause of a 70% placement rate. The major problem at this point in time is the faltering economy and a lack of available jobs that may make such a percentage of placement unattainable. One year ago the problem was recruitment of clients. There has been a shift of client population from economically disadvantaged to newly dislocated workers.

Transportation is a major problem. If there is no public or private transportation available persons cannot be served by a vendor. Not only is transportation to a vendor training site a problem but transportation also interferes with proper counseling for proper job training. For example, if a specific job is available and a client wants such a job but that job is located in an area requiring transportation that the client does not have, the client must be placed in another job training class, i.e., in a job training class other than the one the client really wanted and for which the client was willing to be prepared.

The shift in population includes many persons with dependent children. There is a dearth of available day care centers. It was expressed that a state wide day care system is a dire necessity.

A Summer Youth program is offered by the xxxxxxxx County Vocational Schools as contracted with PIC. This program is the most complex and troublesome. Forth five (45) pages of documentation per student are generated for this program. This paperwork has resulted in the program not being of the quality the xxxxxxxxx County Vocational Schools want. For example, instruction in health, legal rights, etc.

The eight dollars given to the JTPA client for travel is probably insufficient even though in the survey instrument the rating has been marked as sufficient. The philosophy is that with limited funds the more persons that can be served with limited funds is the best strategy.

Concerning future assessment of coordination between JTPA and county vocational school boards, the best time to begin such a process is mid November so the survey can be completed at the same time that other reports are due by Dec. 31st.

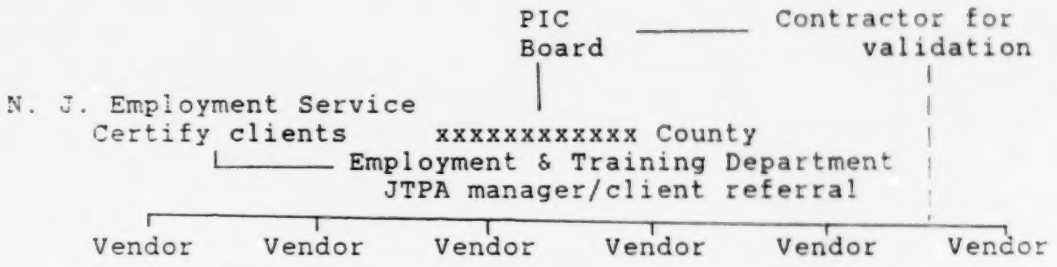

Fig. 1 JTPA Organization

Principal
County Vocational Technical School

The following is a description of the JTPA process for County Vocational Technical School.

There are two approaches used to serve JTPA clients at the County Vocational Technical School.

In the first approach, clients are referred to the vocational school by JTPA personnel. The client, after completing an intake process with JTPA, meets with our admissions counselor and our special programs coordinator to further clarify career interest, previous experiences, and abilities. (All JTPA clients are given the Test of Adult Basic Education). Most often this test is administered by JTPA personnel prior to their arriving at the Vo Tech School. The results of the TABE test are reviewed and the client is placed in a vocational program.

Each client is given a thirty (30) day probationary period in which attendance, work attitude and student progress is monitored closely.

The JTPA counselors meet with each JTPA client on a weekly basis to discuss transitional problems and other personal or social problems they encounter. They also help the client to think about their career and their future in general.

Upon mastering the occupational skills, students are placed in employment through the cooperative industrial education program. Generally, the student is placed in full-time employment with the co-op employer.

Students, when identified, receive remedial instruction in math, reading, writing, etc. from GED/ABE instructors.

Clients are issued certificates of completion and a graduation ceremony is provided.

In the second approach, a need for training is identified by the JTPA office and/or the vocational school personnel. When that occurs, personnel from both institutions work together to develop a program, identify a funding source, hire an instructor, etc. Once the program is establish, JTPA identifies clients and refers them to the program.

Most recently a Pre-Vocational Life Skills Program was developed by County Vo Tech School. The course is four-weeks. Each week stands alone as a course unto itself. Therefore, students can enter the program on any Monday and begin their four week

cycle. Upon completion of the course, the students are either entered into a full-time training program at the Vo Tech School, college, or placed in employment.

Payment for JTPA clients is made directly from the JTPA office to the Board of Education. Bills are prepared regularly by the Board Secretary. Stipends are paid directly by JTPA to the clients. Tuition is paid to the Board of Education by JTPA.

A summer youth program, offered by the County Vocational Technical School, is contracted with JTPA. Approximately 75-80 students participate in the program each year.

The program is beneficial to many students as it helps them identify careers and provides information as to what different jobs are all about.

We are fortunate in County that we have such a good working relationship with the JTPA office. JTPA representatives are involved on advisory committees as well as several other committees which County Vo Tech School also participates. As needs are identified, both the school and JTPA work together to satisfy those needs.

APPENDIX D

DEPARTMENT OF LABOR
EMPLOYMENT AND TRAINING DIVISION LETTER CONCERNING COORDINATION

STATE OF NEW JERSEY
DEPARTMENT OF LABOR
DIVISION OF EMPLOYMENT AND TRAINING
C N 055
TRENTON, NEW JERSEY 08625-0055

RAYMOND L. BRAMUCCI
Commissioner

ROBERT A. GUADAGNINO
Director
(609) 292-5005

December 28, 1990

Charles R. Doty, Ph.D
Department of Education Theory,
Policy and Administration
Graduate School of Education
Rutgers - The State University
of New Jersey
10 Seminary Place P.O. Box 5050
New Brunswick, New Jersey 08903

Dear Mr. Doty:

In response to your request I am pleased to offer some brief comments on the nature of the relationship between JTPA and the Vocational School system.

You undoubtedly know that the relationships between vocational education and the employment and training system go back many years prior to JTPA. In point of fact, they have not changed very much over the years. Positive, fruitful local relationships exist in some areas, while in others, the relationship leaves a great deal to be desired.

The factors which they have in common are quite obvious. Both are tax supported, both have an interest in work force development, and both largely focus on non - college bound individuals.

The listing of differences is more lengthy. One system, the JTPA system, is primarily a purchaser of services, interested in relatively short term, low cost entry level training programs. Because of performance requirements, it must have high job placement success, and it tends to establish contracts which offer incentives for training-related placement. Most of its clients are out-of-school individuals.

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AD 18 54 (2 90)

In contrast, the vocational education system is a supplier of services; its programs are years in length, and its clients are largely in-school youth. Some of its practitioners resist performance contracting and apparently do not welcome the job placement responsibility that goes with it. Vocational schools are placed in a competitive environment with community colleges, for-profit proprietary schools, and community-based organizations. Some vocational schools do not offer the flexibility as to time of training, its content, length or the willingness to adapt to JTPA policies and practices and thus lose out to the competition.

There are no easy answers. If there were, these differences probably would have been resolved 25 years ago. We have in the past worked with our counterparts in the Department of Education and have from time to time made some impacts. And we will continue to do so.

I believe our best hope for greater impact lies in endeavors to promote more effective local level planning, not only under JTPA but under the Carl Perkins legislation and in several other programs as well. The Commission on Employment and Training is expected to offer leadership, to that end, and may soon address how its recommendations for consolidated state planning will have a local counterpart. For further details you may want to speak with the Commission's Executive Director, if you have not already done so.

I trust these comments will assist you in your review. Should you wish additional discussion or information, please let me know.

Sincerely,

R. Guadagnino

Robert A. Guadagnino
Director

APPENDIX E

DEPARTMENT OF EDUCATION
DIVISION OF VOCATIONAL EDUCATION COMMENTS CONCERNING COORDINATION

Current Status

Coordination among JTPA and Education entities is based on the requirements of federal law as well as the practical needs of the individuals served. Coordination at the state administrative level is essential in order to ensure program outcomes are successful at the local program delivery level.

Program coordination activities conducted on the state level included:

the development and maintenance of a state policy to identify school dropouts to organizations formed under the Job Training Partnership Act;

the creation and maintenance of a JTPA/Education Planning Committee. Members representing local education agencies (LEAs), service delivery areas (SDAs), private business, Department of Labor and Department of Education provided the Assistant Commissioner of Education with policy recommendations from the practitioner's perspective;

the establishment and maintenance of an interagency Education Technical Assistance Team. Members representing the Departments of Labor, Education, Higher Education, Community Affairs and Human Services collaboratively me t and discussed program needs and concerns. Service was provided to local providers to remediate program discrepancies; and

the contribution of staff input towards the formation and conduct of a Governor's Employment Training Commission.

Program outcomes embody the results of the state level activities conducted on the local level. They included:

the reporting of students' names, addresses and telephone numbers who left school prior to graduation to the appropriate service delivery area of each Private Industry Council by each LEA. This information is being minimally reported semiannually each February and July. This is a joint policy of both the Departments of Education and Labor. This policy has lead to better working relationships being developed between the local schools and JTPA service delivery area staff;

a joint recommended application review policy that appeared in the FY 1990 guidelines for use of Carl D. Perkins funds. Following the implementation of this policy, the JTPA/Education Planning Committee reviewed the results of the policy and recommended a revised policy for the FY 1991 guideline book. Programmatic issues and solutions to serving the various at-risk, special populations were also exchanged and explored by the committee participants. This activity served to improve coordination among local deliverers of services;

an Educational Technical Assistance Team was formed by the Departments of Labor and Education to address programmatic needs at the local level. The programs targeted for assistance were those designed for the

at-risk population and the adult populations. This team concept was expanded to include other state agencies who run programs for these special populations. This activity provided a forum for the state staff to assist the local providers of services in a non-punitive way; and

the development of recommendations by the Employment and Training Commission on content and structure for an employment and training system that will encompass all sectors in the current delivery systems. These recommendations were presented to the Governor in November, 1990. Ultimately, all current deliverers will be affected by the restructuring of the delivery systems in the hope of better serving their clients. This type of continued coordination among all providers of services will be essential.

Future Needs

It is essential that coordination of administration at the state level continue and policies under the Commission on Employment and Training (CET) be developed to strengthen the processes that will be available to both state agencies.

The work of the JTPA/Education Planning Committee and the Education Technical Assistance Team (ETAT) is critical to the success of coordinated programs. The ETAT has not met since August of 1990. The Department of Education believes that this is a mistake and should be corrected. The team concept has proven to be effective. The CET should also provide direction and leadership to produce program outcomes at the local level that will directly

benefit our individual clients, the students. A specific statewide policy is needed to ensure collaborative planning for the efficient use of resources among the various agencies that deliver vocational education and employment training at the local level. This policy should call for interagency collaboration in the development of program specifications prior to the development of such state level documents as the State Plan for Vocational Education, the State Employment Service Plan and, the State Plan for the Economic Dislocation and Worker Assistance Act. There should also be provisions for input among local Jobs New Jersey plan developers and local education agency program developers. With statewide policy, the objective of such coordination effort, to increase the efficient use of existing resources at the state administration level and the local program delivery level would be achieveable.

A second coordination need that could be addressed by the CET is the need for intergovernmental coordination. While it is recognized that federal legislation for JTPA and Vocational Education programs establishes the primary resources used to support employment training and vocational education, other agencies as well as various divisions within the Departments of Labor and Education provide services that affect the potential workforce. In order to coordinate all these efforts, the Department of Education recommends the formation of an Intergovernmental Coordination Committee (IGCC) as a subcommittee of the CET. The IGCC would include a representative from each of the following agencies:

a. Division of Adult Education

b. Division of Vocational Education

c. Division of Employment and Training

d. Office of Customized Training

e. Department of Human Services

f. Department of Community Affairs

g. Department of Corrections

h. Division of Vocational Rehabilitation

i. Division of Employment Services

All participating agencies must be of equal status meeting to bring about intergovernmental coordination. The committee should be directed by goals and objectives established at the initial meeting and formally approved by the CET. The chairman of the committee could be a staff member of the CET or elected by the representatives on the committee.

It is evident that the use of resources at the local level determines which programs are delivered as well as their quality. Policies formulated at the state level greatly influence the program outcomes at the local level. It is therefore recommended that a policy for guidance and oversight be provided equally to all providers through the Commission on Employment and Training (CET). The CET should develop a mechanism to review policy and make recommendations concerning the coordination of resources and how they are allocated. Examples of available resources include the use of federal and state program funds such as the Carl D. Perkins Vocational Education funds and the Job Training Partnership Act, 8% education funds. Other agencies' resources dedicated to employment and training programs and services should be identified and included in any recommendation for program coordination. This mechanism could be the intergovernmental committee or separate task forces for individual policies.

It is proposed to have representation of the CET included in the development of the next State Plan for Vocational Education. This representative would be afforded the opportunity to have input into the development of program specifications that will be followed by eligible recipients. The specifications will determine the premissiveness of the program expenditures and establish the expected outcomes of the programs. The Department of Education would entertain any suggestions for revisions to this policy. In addition, staff from other agencies will be invited to read third party contracts and evaluate the proposals.

The Departments of Education and Labor should examine the use of JTPA, education funds (8 percent). The Department of Labor should initiate a clear policy for JTPA funds used to provide educational program assistance to eligible clients. The policy should establish priority to public education programs. Private education deliverers should only be used as a final alternative with justification. The adoption of this policy would facilitate and increase the coordination between public education and labor, resulting in better and more cost-effective services being provided to disadvantaged adults and at-risk students throughout New Jersey.

The appropriate agencies such as Education, Labor and others should develop policy recommendations, submit them to the intergovernmental committee and the intergovernmental committee upon review recommend the policy to the full Commission on Employment and Training for adoption.

Philosophical Understanding

It must be recognized that the Department of Labor has a vested interest in and a long term relationship with employment and training programs. It must also be acknowledged that the Department of Education has a vested interest in and a long-term relationship with vocational education programs. These interests and history have developed paradigms or perceptions of how society will best be served.

In order to achieve true coordination the set of rules or regulations that describes the boundaries and tells us what to do to be successful within those boundaries must be redefined. The recommendations offered in the Future Needs section are suggestions to breakdown existing barriers to the various programs' successes and allow future programs to produce the commodity of successful employees that we all seek. For example, terms such as employment training and vocational education are not synonymous or interchangeable from both a connotation and a denotation perspective. Until such basic concepts are grasped by all the providers barriers to successful coordination will exist.

MJ/kv:1/65451

APPENDIX F

COST PER PROGRAM PER PARTICIPANT

CENTRAL SDA

County Vocational & Technical High Schools
JTPA Contracts
July 1, 1989 - June 30, 1990
Year Round Programs

	Plan# Served	Actual# Served	Total Contract Amount	Cost per Client Served
Individual Referral including LPN & Beauty Culture	151	160	$210,160	$1313
Nursing Assistant	60	96	63,678	663
Tryout Employment	60	60	65,000	1083
Basic Skills	100	47	50,000	1064
TOTAL	371	363	$388,838	

*All year round contracts are cost reimbursement contracts.

Summer Youth Employment & Training Programs (SYETP)

	Plan# Served	Actual# Served	Planned Cost	Actual Cost	Cost per Client Served
Nursing Assistant	45	39	$35,859	$31,611	811
Costmetology	20	19	12,618	10,010	527
Basic Skills	40	47	31,080	27,960	595
TOTAL	105	105	$79,557	$69,581	

*All SYETP contracts are fixed unit price contracts.

Southern Service Delivery Area
State of New Jersey

Program	Tuition	Payment to participant
Health Assistant	$ 00	$582.00
	25.00	21.99
	825.00	00
	825.00	00
	825.00	228.00
	345.00	84.00
	825.00	00
	825.00	00
	825.00	00
	825.00	00
	899.00	00
	899.00	00
Diesel Mechanic	825.00	126.00
	825.00	174.00
	1625.00	402.00
	1625.00	372.00
	985.00	234.00
Automated Technology	345.00	132.00
	825.00	270.00
Culinary Arts	899.00	00
Machine Trades	800.00	72.99
	825.00	66.00
Cosmetology	1023.35	888.00
	00	208.00
	1020.35	318.00
	183.35	1002.00
	00	249.00
	1625.00	00
Electrical Technology	1625.00	828.00
	1625.00	858.00
Nurse's Aide	125.00	196.64
	125.00	174.98
	125.00	132.00
	125.00	225.00
Auto Mechanic	825.00	24.00
	1625.00	534.00
Welding	125.00	92.00
	1625.00	108.00
	1625.00	936.00
	825.00	00
	825.00	00
	125.00	00
Office Specialties	825.00	162.00
	00	882.00
	1625.00	558.00
	825.00	00
	345.00	00

Southern Area Continued

Program	Tuition	Payment to Participant
	1625.00	558.00
	1625.00	00
	1625.00	00
	825.00	00
Auto Body	985.00	462.00
Graphics	825.00	00
	1625.00	810.00
Construction Trade	1625.00	1080.00
CADD	825.00	00

Participants are paid $6.00 per day for transportation. Amounts vary above due to the time a person was enrolled in a program and the transportation needs of the person. Data is for 1989-90.

APPENDIX G

COST BENEFIT STUDY BY JTPA CENTRAL SDA

CENTRAL SDA*
1990

ANALYSIS OF WEEKLY INSTRUCTIONAL COSTS

VENDOR	PROGRAM	# OF WEEKS	# OF HOURS	WEEKLY COST
SCVT	Office Administration	16	465	$114
CVT*	All Programs	16	480	89
CC	Accounts Clerk	16	480	92
CC	Specialized Office Skills	16	480	88
CC	Computer Applications	8	240	131
CC	Clerk-Typist with Computer Options	20	600	71
Center for Educ. Advancement	Clerical/Secretarial Skills	16	520	166
Worldwide	Computerized Information Proc.	13	390	218
IBC - Highland Park	COST	16	480	187
IBC - Highland Park	Data Entry	12	360	200

CENTRAL SDA*
1989

ANALYSIS OF WEEKLY INSTRUCTIONAL COSTS

VENDOR	PROGRAM	# OF WEEKS	# OF HOURS	WEEKLY COST
SCVT	Office Administration	15	392	$65
CVT*	All Programs	16	480	89
MCC	Accounts Clerk	16	480	92
SCVT	Medical Assistant	16	882	101
MCC	Automated Office Skills	10	330	110
MCC	Clerk-Typist	18	540	111
IBC - Trenton	Computer Operator	24	610	146
IBC - Trenton	Word Processing	24	610	146
Center for Educ. Advancement	Clerical/Secretarial Skills	16	520	151
Worldwide	Computerized Information Proc.	13	390	207
IBC - Highland Park	COST	16	480	225
Chubb	Computer Programming	25	525	226
Cittone	Office Automation	24	690	233
IBC - Highland Park	Data Entry	12	360	240
Cittone	Office Automation	12	300	242

APPENDIX H

SAMPLE-END OF YEAR REPORT
CENTRAL SDA

LAST	FIRST	SSN	STATUS	SHOP	EMPLOYER	EMPLOYER ADDRESS	WAGES
ALMODOVAR	JOSE	145-68-6348	TR	AM	UBRYS INC.	115 RARITAN AVE HIGHLAND PARK	$6.00
AVANT	GWENDOLYN	148-68-3866	NEG 44	BOS	NEG 44 - HOLD TIME EXPIRED		
BAILEY	JOHN	135-56-2248	TR	ET	JOHN BAILEY	285 TOWNSEND ST, NEW BRUNS.	$8.00
BAKER	ROBERT	175-30-3579	NEG 33	WELD	NEG 33 CANNOT LOCATE		
BARRERA	JOSEPH	132-56-2022	INCOMP	ELEC			
BOOKER	TANYA	146-54-1749	INCOMP	MOO			
BRITTEN	ANN	139-24-6562	INCOMP	CF			
BRODIE	MARK	141-58-3146	TR	WELD	PARKWAY KEW	RARITAN CENTER, EDISON 225-4747	$8.00
CIER	JOHN	146-36-1506	TR	ACR	SABERT CORP	MAIN ST. SAYREVILLE, NJ	$12.50
FARRELL	JOHN	091-52-2805	TR	AB	CRASH LANDING AUTO GLASS	40 FULTON ST, NORTH BRUNSWICK	$7.50
JARVIS	JAMES	141-62-7605	INCOMP	AB			
JENNINGS	OREA	146-36-0012	NEG 43	SM	NEG 43 - UNABLE TO PLACE		
KHMELNITSKY	ALEXANDER	152-86-7861	TR	PLUMB	MAIN ST PLUMBING	NORTH BRUNSWICK, NJ	$6.00
KNAUER	WAYNE	150-60-9471	TR	CC	JM CONSTRUCTION	SPOTSWOOD, NJ 251-9614	$6.00
KOBIELLA	WIERONIKA	135-26-8317	NTR	CF	HOLBAR CORP	176 HWY 206 HILLSBOROUGH	$6.00
LAWSON	TOBY	135-56-8930	INCOMP	AM			
LUSH	SUSAN	142-56-5646	TRANS	PLUMB	TRANS. JOB SEARCH		
MARRERO	PEDRO	581-33-0642	TR	AM	BLACK BEAU AUTO	EDWARD RD SO BOUND BROOK	$10.00
MASSAQUOI	SHEKU	454-51-0315	NEG 44	ET	HOLD TIME EXPIRED		
MESSNER	EUGENIA	135-34-3939	TR	BC	SOFIAS HAIR ALTERNATES	RT 1 EDISON, NJ	$7.00
MONAHAN	PATRICK	135-64-4406	NEG 40	PLUMB	INCARCERATED		
NEWSON	TRACY	151-62-4412	NEG 36	ELEC.	INVOLUNTARY SEPARATION		
NULTY	SANDY	153-48-5432	INCOMP	BAKING			
OSORIO	WALTER	149-62-2990	TR	AB	MAACO AUTO BODY	LIVINGSTON AVE NORTH BRUNSWICK	$6.00
PALMER	LEDOGIE	148-54-5158	TR	MS	MAPAL	81 SUTTONS LANE, PISCATAWAY	$8.75
RIOS	JAVIER	155-60-0644	TR	AM	RUTGERS UNIVERSITY	NEW BRUNSWICK	$6.90
RODRIQUEZ	WILLIAM	150-62-4499	TR	PLUMB	KRAUSZER	76 NATIONAL RD., EDISON	$10.00
RUSIN	KENNETH	150-52-7168	NTR	DM	SLR CONTRACTING	ROSELLE PARK, NJ	$13.50
SANDOR	NICHOLAS	155-80-5155	NTR	ELEC	SELECTIVE PERSONNEL	190 RT 18 EAST BRUNSWICK, NJ	$8.00
SMITH	SHERMAN	266-55-0781	TR	PLUMB	MAIN ST PLUMBING	NORTH BRUNSWICK, NJ	$6.50
TORRES	MANUEL	136-64-2314	TR	AB	HAMILTON SERVICE CENTER	882 HAMILTON ST SOMERSET, NJ	$5.50
VAN PELT	RICHARD	093-28-8536	TR	ACR	MARRIOT DIST CENTER	DAYTON, NJ	$11.00
WILLIAMS	CHRISTINE	136-56-7732	INCOMP	MOO			
WILSON	BARBARA	135-40-0051	INCOMP	MOO			

APPENDIX I

OCCUPATION EDUCATION TASK FORCE
RECOMMENDATIONS
NOVEMBER 1990

DAVID L. CRAWFORD
TASK FORCE CHAIRPERSON

NEW JERSEY STATE EMPLOYMENT & TRAINING COMMISSION

EXECUTIVE SUMMARY

America's ability to compete in an increasingly complex global economy will depend upon the quality of its workforce. Unfortunately, there is a widespread feeling among employers that the nation's occupational education system is no longer the best in the world. Many corporate leaders look enviously to Europe and Japan as models of worker education. During the 1980's, companies complained that there were not enough entry level workers to fulfill the needs of an expanding economy. More recently, they have become concerned that there are too few highly skilled workers to meet the requirements of a more technologically sophisticated workplace.

Because these same challenges must be met at the state level, the State Employment and Training Commission established an Occupational Education Task Force to develop recommendations for a statewide occupational education system. The ultimate goal of the Task Force is to define a system that will provide quality programs that are responsive to the needs of both workers and employers.

During its deliberations, the Task Force identified a host of issues and problems related to the current occupational education system:

* Effective communication is difficult because there is no common definition of occupational education. Terms such as "job training", "vocational training", and "employment and training" are used interchangeably and mean different things to different people.

* There is no comprehensive statewide plan that coordinates all occupational education efforts across agency lines.

* There is a need for a better labor market information system to support informed policy making and facilitate consumer choice.

* There are no consistent standards for evaluating the State's occupational education programs.

* Although private proprietary schools play a key role in training workers, State regulatory and oversight functions are inconsistent and fragmented.

* New Jersey needs a comprehensive, accessible occupational education system that emphasizes work-based learning.

FINDINGS

In assessing the current occupational education system in New Jersey, the Task Force reached out to a wide audience of experts and lay people. Four public hearings were held, and service providers and consumers were asked to comment on a series of preliminary Task Force recommendations.

During this information gathering process, the Task Force saw the excellence in employment, training, and education programs throughout the State.

The Task Force recognizes the significant investment made by the State, the counties, and local municipalities in constructing some of the finest facilities in the nation. The Task Force is also impressed by many of the professionals working in various local and state programs and institutions. These individuals deserve special praise for their dedication and commitment to the quality of the workforce and the welfare of the client.

While many components of the current occupational education system are excellent, there is far too much fragmentation of authority and responsibility at all levels of the system. At the State level, there are too many programs administered by too many departments to allow the coherent delivery of services. Differences in planning procedures, funding requirements, and policy orientation all frustrate rational program development. Without coherent state-level priorities and standards, local institutions and programs do not function together in an integrated way. The fact that education, employment and training programs do not coordinate with each other or with related economic development and human services efforts is a major shortcoming of occupational education in New Jersey.

The Task Force acknowledges the importance of the local planning process but notes that there needs to be better vertical connectivity between local and state entities. This will be achieved through the sharing of information and the development of mutual objectives. The vertical link should promote horizontal coordination among programs at the local level which will result in better integration of related efforts. Through enhanced local planning, a continuum of higher quality employment, education, and training services will be delivered to clients and employers.

MAJOR RECOMMENDATIONS

Based upon its analysis of occupational education issues in New Jersey, the Task Force offers the following recommendations:

* The State of New Jersey should adopt a single definition of "occupational education"; a proposed definition is in the Task Force Report.

* The State Employment and Training Commission should coordinate the development of a single State plan for occupational education; the plan should cut across departmental lines and link efforts to address common employment, training and education needs.

* The Department of Labor should convene an inter-departmental committee to develop an enhanced labor market assessment system; the system should provide accurate and timely information about the occupations and skills needed to build a world class workforce.

* The State Employment and Training Commission should develop an accountability measurement system to provide a basis for the funding, restructuring and termination of occupational education programs.

* A single State agency within the Department of Education should have the primary responsibility for developing consistent and coordinated statewide policy for private vocational schools; this agency should also be responsible for the oversight and support of these programs.

* The State of New Jersey should make occupational education programs available to all prospective and experienced workers.

* A single agency within the Department of Labor should have primary responsibility for expanding and coordinating work-based learning activities, including apprenticeship.